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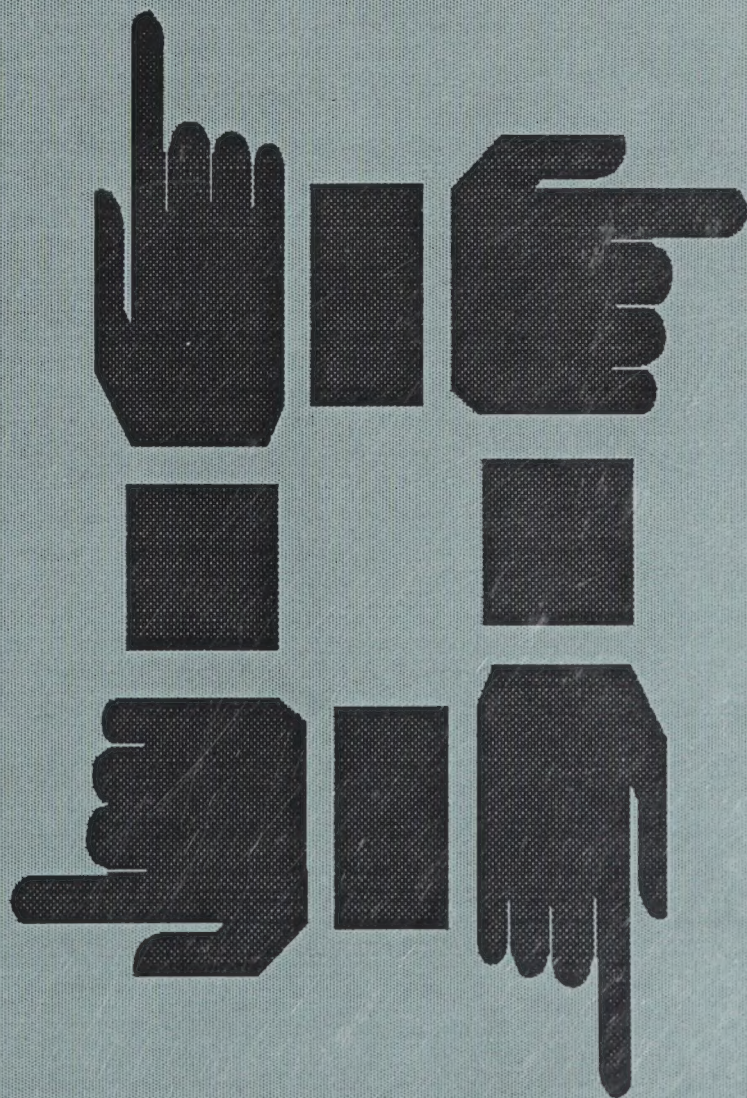
FINAL REPORT

OF THE

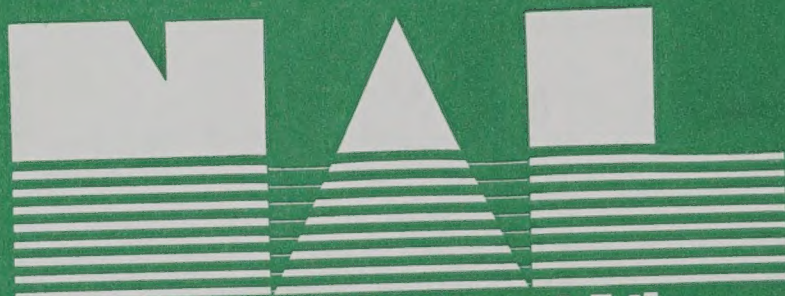
IMPLEMENTATION TEAM

NEW DIRECTIONS

FOR THE
TRANSPORTATION
AND
MARKETING
DIVISION



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December 20, 1994

TO: Martin F. Fitzpatrick, Jr., Director
Transportation and Marketing Division
Agricultural Marketing Service

FROM: Reorganization Implementation Team

SUBJECT: Transmittal of Implementation Team Report

The Reorganization Implementation Team is pleased to transmit the attached report. We have attempted to be true to the charge stated in your July 26 memorandum establishing the Reorganization Implementation Team, and in subsequent meetings, to develop a practical plan implementing the spirit of the Program Delivery Task Force recommendations.

We believe the attached plan is practical and administratively feasible in that it has been reviewed by the Personnel Division and tentatively approved for compliance with position classification requirements.

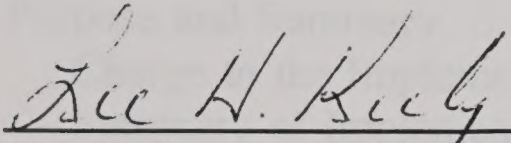
We believe it offers several important benefits to management, to the customers of TMD programs, and to employees. Among the benefits is a much greater emphasis on strategic planning and customer service as required by the agency and USDA as a result of the National Performance Review and the Government Performance and Results Act. We also believe the plan facilitates greater accountability and flexibility in program execution; and in a time of prospective downsizing and budget cuts, it offers the best possible job growth and opportunity for employees.

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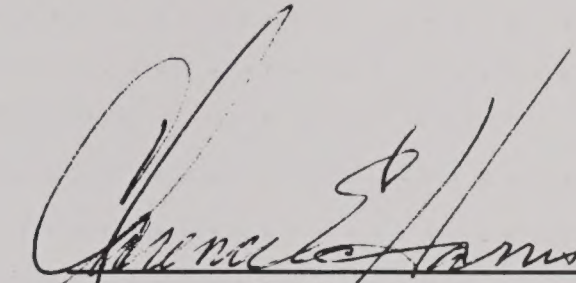


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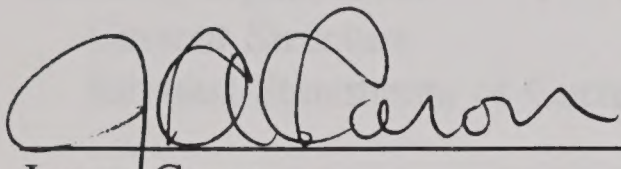
All members of the team are in solid consensus and sign below without reservation. Getting there was arduous at times, but the report is better as a result. We hope you find it useful.



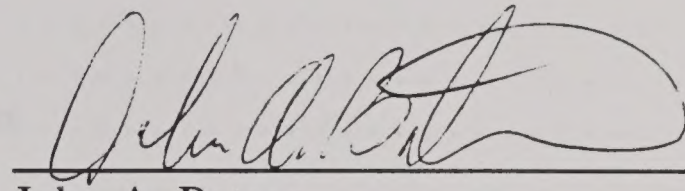
Lee H. Keely



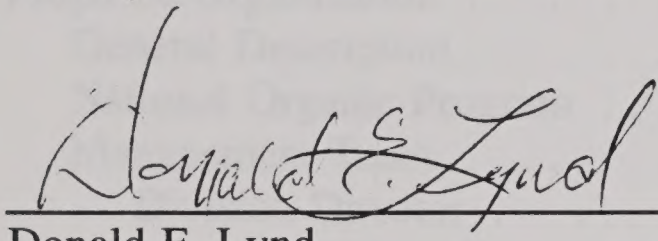
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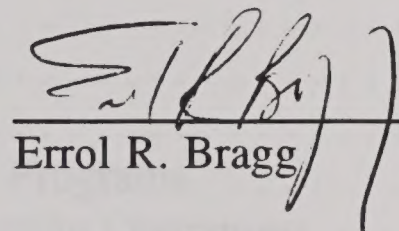
James Caron



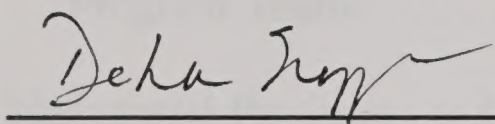
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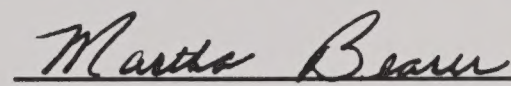
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Purpose and Summary

Charge to the Implementation Team

The charge to the team is set forth in the Director's July 26 memorandum establishing the Reorganization Implementation Team. It is simple to state but difficult to do: "The implementation team is to develop a detailed implementation plan to transform the organizational concept recommended by the (Program Delivery Task Force) PDTF into practical reality." In several subsequent meetings, the Director emphasized that he was open to change in nearly all operational details of the PDTF concept but that he was committed to the "spirit" of that report. The spirit included team-based program delivery to replace the current branch structure; an emphasis on strategic planning as the basis for program development and priority setting; and employee involvement, empowerment, and accountability. The Director laid a heavy responsibility on the Implementation Team to develop a comfortable consensus among its members to help alleviate fears and build confidence within TMD that the reorganization plan is bold but not reckless, will boost productivity, stimulate innovation, and afford maximum job potential for employees.

Summary of Implementation Plan

The organization presented here employs two deputies with line authority and a clear split in duties based primarily upon managerial process rather than subject-matter responsibility. The Deputy for Planning and Regulatory Programs (DPR) has responsibility for strategic planning, program and budget development, performance measurement, and organic standards, a primarily regulatory program. The National Organic Program Team has a distinct mission and function not integrated into the other programs of TMD; it reports to the DPR. A Strategic Planning and Program Evaluation Team, headed by a team leader reporting to the DPR, is the working body for strategic and long-term planning, program development and performance measurement for all TMD programs. Membership on the team, including the leader, would be on the basis of rotational assignments.

The Deputy for Transportation and Marketing Operations (DTM) has responsibility for formation of program teams, personnel assignments, support services, and management of day-to-day program execution for all Transportation Services and Wholesale Market Development operations. Most of the traditional administrative and clerical functions and a wide range of other

Purpose and Summary

support functions, including some new ones and others which are currently performed in the existing branches, are concentrated in a Program Support Team reporting to the DTM.

The work of TMD will be carried out primarily through program teams. Program teams are not permanent and not self-perpetuating. They are formed for a purpose which is documented in an annual operating plan which states the objectives, deliverable products, resources, performance-measurement criteria, timetables, etc. Each transportation and marketing program team is headed by a team leader who reports to the DTM.

The recommended slate of initial teams bears some semblance to the existing branch structure, as should be anticipated given the requirement to carry out the approved FY95 TMD work plan. The following program teams, described in detail with functional statements in Appendix A, are recommended:

- Distribution Equipment and Technology Team
- Transportation Logistics Team
- Market Analysis and Information Team
- Wholesale Market Development Team
- Rural Transportation Adequacy Team
- National Organic Program Team
- Federal-State Marketing Improvement Team

Transition to the new structure involves several steps over a somewhat uncertain timetable. The steps include the following:

- Obtain clearances and approvals
- Selection of deputies
- Establish timetable for transition, considering completion of current commitments
- Team formation and assignment of personnel
- Establish training program for team performance

There are several important benefits to the proposed organization, including a vastly increased focus on strategic planning, greater accountability and flexibility in program execution, and improved job growth for employees. The organization is fully consistent with and well suited for meeting current

Purpose and Summary

requirements by the agency and USDA, derived from the National Performance Review and the Government Performance and Results Act, for developing customer service standards, performance measurements, and related requirements.

Existing Organization

Current Structure

The current structure consists of seven organizational units, counting the Organics Staff as a separate unit even though it is housed in the Office of the Director. The units are as follows:

- Office of the Director
- Organics Staff
- Domestic Transportation Branch
- International Transportation Branch
- Marketing and Transportation Research Branch
- Distribution Services Branch
- Wholesale Market Development Branch

Except for a limited amount of research on organic production or marketing there has been very little programmatic interaction between the Organics Staff and the remainder of the division. The organics program has operated as a separate and distinct set of activities essentially unrelated to other TMD programs. This is how the program has been viewed by managers and customers, and there is no criticism implied by so stating.

Among the other program units, e.g., the five branches, there are varying degrees of interaction. The five branches receive funding from two appropriations, transportation services and wholesale market development, which are broad in scope and embrace areas of overlap. One of the goals in forming TMD was to bring together these two programs for mutual benefit from their interaction. There is also programmatic interaction between the branches and the Federal-State Marketing Improvement Program (FSMIP), primarily in the review of FSMIP project proposals by those with technical or subject-matter expertise.

Interaction among the branches takes place with differing levels of formality ranging from casual exchange of information and data to formalized program areas with designated program leaders and separate budgets. TMD's success in managing interbranch program teams has been mixed, but generally tends not to be well regarded by staff. One of the predominant concerns expressed in the staff comments and elsewhere in the PDTF report is the need to resolve conflicts over priorities between team leaders and branch supervisors.

Existing Organization

Revised Statements of Current Functions

Except for the Organics Staff, which has been added subsequently, none of the functional statements for the branches has been changed since TMD was organized. The Implementation Team found that existing functional statements were not comprehensive of current work and that some activities listed were no longer valid. With assistance and input from branch chiefs and program managers, the team compiled lists representative of current functional activities for the division. The revised lists of current functions are included in Appendix B.

Proposed Organization

General Description

The organization presented here employs two deputies with line authority and a clear split in duties based primarily upon managerial process rather than subject-matter responsibility. Duties are divided between long-term and strategic planning, programming and budgeting on the one hand and current operations and allocation of personnel on the other. While the functions themselves are clearly segregated, the plan envisions rotation of qualified personnel through principal team leadership positions on a fairly regular basis. Everyone has opportunity to compete for jobs in different functional roles, and no one becomes established as the "czar" of anything on a long-term basis. The rotation could apply to the two deputies as well, and the Director could reverse their roles from time to time. The duties and processes are described in detail in subsequent sections.

A chart depicting the proposed organization, including the initial teams as recommended, is shown on page 11.

National Organic Program

The partial exception to the general description is the National Organic Program, which is distinct in mission and function and not integrated into program operations for Transportation Services and Wholesale Market Development. Dealing differently with this program, however, is consistent with a functional split in duties in that it is primarily regulatory in nature and slated for future user-fee support, making it distinctly different from the other programs in TMD.

Throughout the remainder of this report unless the National Organic Program is explicitly included, discussion and description of organization and managerial process refers to the integrated management of the Transportation Services and Wholesale Market Development programs. The National Organic Program is integrated into the larger TMD process, however, at the point of resource allocation where it competes with other priorities for money and authorized personnel ceilings.

Proposed Organization

Management Team

Structurally, the authorities are vested in the Division Director and delegated to the two deputies; and these three people constitute the primary management team. The management team once in place will determine the nature and extent of management meetings and communications forums.

Division Director

The Division Director, of course, is the highest authority in TMD and charged by the Administrator with overall responsibility for management of all TMD programs. The Director receives allocation of TMD funds and holds legal authority for disbursement. Within the broad context of law and federal regulation which prescribe various rights and authorities to supervisors and employees generally, the Director has ultimate authority for program execution; and any authorities exercised by others exist by direct or implied delegation from the Director (i.e., authority to purchase, contract, travel, otherwise obligate funds, or sign personnel actions). The Director has the primary responsibility for setting program direction and priorities, interpretation of mission, and communication with the Administrator and higher officials in USDA. To carry out these responsibilities, the Director will delegate decision authority to the deputies, work collaboratively with them, or reserve such authority as he/she deems necessary.

Deputy for Planning and Regulatory Programs

The Deputy for Planning and Regulatory Programs (DPR) has responsibility for strategic planning, program and budget development, performance measurement, and organic standards, a primarily regulatory program. These responsibilities include priority setting; and the DPR is the Director's primary advisor on program priorities. The Strategic Planning and Program Evaluation Team reports to the DPR, and the DPR is responsible for preparing annual or other updates for AMS on program planning, customer service standards, and related matters. The DPR is responsible for long-term training strategies for professional development of employees appropriate to the future needs of TMD. The DPR is responsible for developing performance-measurement standards. And the DPR is responsible for preparing budget materials for AMS relating to program and budget initiatives and future requirements for performance-based

Proposed Organization

budgeting. The National Organic Program reports to the Deputy for Planning and Regulatory Programs. Specifically and additionally, duties include the following:

- Preparation of the annual update to the strategic plan as required by AMS
- Other reporting requirements concerning strategic planning, customer service, and related matters
- Customer identification and customer surveys
- Annual report and recommendations concerning goals and objectives for near-term program priority areas, including recommendations for new or revised program teams, elimination of teams, and targets for resource commitment to recommended teams
- Development of performance-measurement standards or criteria applicable to recommended program areas
- Annual report evaluating program delivery based upon performance-measurement standards
- Annual report recommending long-term hiring and training policies to build organizational capacity to meet future needs
- Management of the Federal-State Marketing Improvement Program
- Management of the National Organic Program

Deputy for Transportation and Marketing Operations

The Deputy for Transportation and Marketing Operations (DTM) has responsibility for formation of program teams, personnel assignments, support services, and management of day-to-day program execution for all Transportation Services and Wholesale Market Development operations. The DTM is responsible for preparing an annual operating plan, based upon how best to achieve the priorities established in the strategic plan. The DTM is responsible for allocation of personnel resources, that is, assignment of personnel and formation of program teams. The DTM is responsible for administrative and support services for TMD and allocation of clerical services to program teams. The DTM is responsible for tracking and reporting of budget and staff-time expenditures by program team and documenting performance in accordance with performance-measurement standards. Specifically and additionally, duties include the following:

Proposed Organization

- Preparation of annual operating plan for how best to fulfill strategic goals and objectives of TMD
- Development and oversight of procedures for assignment of staff to program teams, including revision of position descriptions and team leader qualifications
- Development and oversight of procedures for tracking and reporting program accomplishment in accordance with performance-measurement standards
- Management of short-term resource allocation to program teams
- Provision of administrative and support services in TMD and allocation of clerical and other support staff to program teams
- Development and oversight of policy on individual performance appraisal based upon accomplishment of team goals and objectives

Program Teams

The work of TMD will be carried out primarily through program teams. Teams will be formed and team leaders assigned in accordance with processes established and administered by the DTM. Team formation would consider the advantages of self-generated teams in terms of employee motivation, morale and likelihood of success; but the primary criteria for team formation must be how much and how well a team contributes to TMD's strategic plan, developed by the DPR, and which is based of course on goals, mission, and fulfilling the requirements of AMS's plan.

Program teams are not permanent and not self-perpetuating. They are formed for a purpose which is documented in the annual operating plan which states the objectives, deliverable products, resources, performance-measurement criteria, timetables, etc. The DTM is responsible for documenting the purposes, objectives, and limits of authority for teams, which may vary depending upon applicability of various criteria to specific teams. The DTM is also responsible for determining when a program team has concluded its purpose, or when further pursuit of its purpose is not warranted, and disbanding it.

Each program team is headed by a team leader who reports to the DTM. The DTM is responsible for establishing team leader selection or qualification criteria, which may vary with the complexity and scope of the team purpose. For the larger, more complex teams or those of longer planned duration the

Proposed Organization

team leader generally will be the administrative supervisor for team members, in which case the team leader also must meet supervisory qualifications. For teams that do not meet criteria for having the team leader be the administrative supervisor, the team members will report to the DTM as supervisor; and the role of the team leader will be limited to operational responsibilities of project management. The distinctions and limitations for the team leader's responsibility must be documented when the team is organized.

Proposed Organization

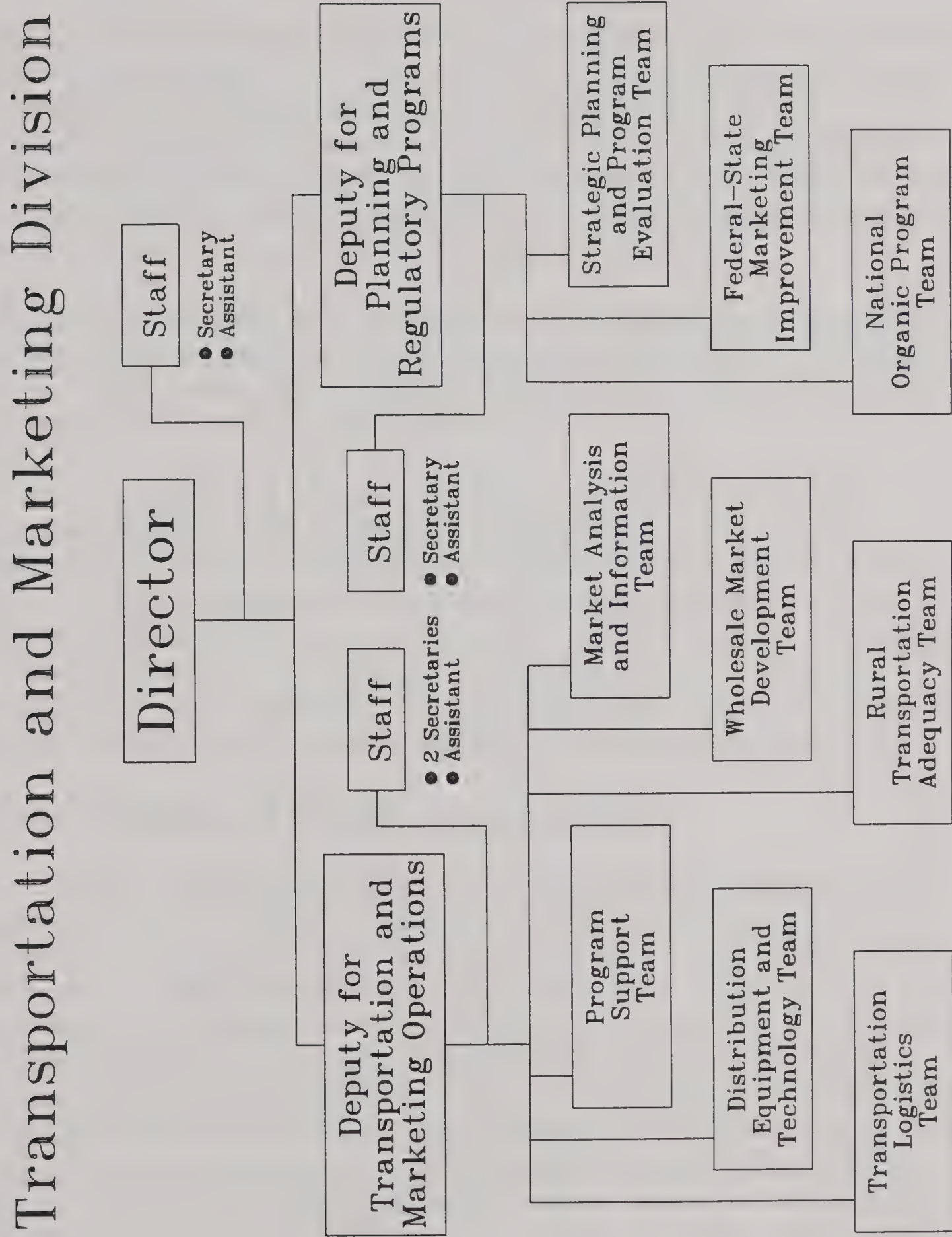


Figure 1, Organization Chart

Managerial Processes and Decision Making

Program Planning

There are time dimensions to program planning, ranging from truly futuristic to what's happening tomorrow. The extent of involvement by various people in planning for different time horizons varies depending upon the person's knowledge, experience, perspective, interest, and position in the organization. It also depends upon time available to do it. The primary responsibility of most of the program staff is with current activities, so most people are concentrated on project planning and completion for the relatively near term.

This does not mean that there are people in the organization who have nothing to contribute to long-term or strategic planning or whose input is not welcome at every stage. Indeed, the process envisioned here is very open with ample opportunity for everyone's opinion to be heard.

However, long-term and strategic planning are distinct from short-term, operational planning, both functionally and structurally. They are both important and should not be confused so that one interferes severely with the other. By separating authorities for the two functions between two deputies there is established a check and balance. This does not mean the two deputies are in competition with one another. To the contrary, the two functions are complementary--not competitive. It means that neither function is compromised before the best of both is raised to the highest decision-making level.

Strategic Planning and Program Evaluation Team

The Strategic Planning and Program Evaluation Team is headed by a team leader reporting to the DPR. Membership on the team, including the leader, would be on the basis of rotational assignments. The number of members on the team at any time and the length of their terms are not fixed and will be determined by the management team. Eligibility is open to all; members are selected for their experience, knowledge, interest, vision, or a particular perspective on the future of TMD's programs and the factors likely to influence them. Duration of service on the team generally should be for a year or more in order that each member would serve throughout a program planning cycle, though there may be occasions for people to serve short terms to undertake specific program reviews or analyses of proposals. The DPR, with the

Managerial Processes and Decision Making

Director's concurrence, will recruit and select members of the team. The team leader will be administrative supervisor for team members.

The role of the team is strategic planning and program development and evaluation. The team would be the liaison with AMS concerning all reporting and other requirements for strategic planning, customer service standards, performance-measurement criteria, related requirements resulting from the Government Performance and Results Act, and other related issues.

To carry out the program-development function, the team will do such research as may be required, maintain liaison with other agencies and organizations, conduct customer surveys concerning demand for service, and prepare issue and options papers. The team will also engage in extensive dialog with TMD staff, ensuring a systematic process for input and comment by employees. To carry out the program-evaluation function, the team will conduct follow-up surveys to ascertain customer satisfaction, monitor demand for publications, and develop other tools to measure attainment of goals. See Appendix A for further description of purpose and assignment of functions to the team.

Operational Planning

The DTM is charged with developing an annual operating plan. The fundamental purpose of an operating plan is to resolve how best to allocate resources in the short run, not merely to produce as much as possible, but to make the most progress in achieving longer-range goals, or how best to fulfill the strategic plan. Managers must consider the trade-offs between short-term efficiency and longer-term investment. The operating plan agreed upon may not achieve as much immediate payoff as some alternatives; but it should be chosen for how well it contributes to the strategic goals of the organization, which will be realized two or more years in the future.

Strategic and long-term planning documents prepared by the DPR constitute the DTM's bible for operational planning. This is perhaps the most critical link in the process because only through managerial commitment to plan achievement does any planning process gain credibility. Without it, planning is a vacuous activity that only invites cynicism.

Managerial Processes and Decision Making

The operating plan itself is intermediate between strategic planning with its long-term goals and project planning with its measurable objectives. It constitutes the basis for team formation and sets the programmatic criteria by which projects and other activity will be selected. The operating plan identifies what the program teams will be for the following year and the resource allocation to them.

Project Planning

Once the Director approves the operating plan for the year, the DTM commences project and activity planning. There are several sources from which current-year work may be forthcoming. First, it may be dictated by the Director or higher officials in USDA. No planning process can glean perfect knowledge about the future, and the organization must respond to political and other external factors whether planned or not. Second, it may be determined by TMD's management team on the basis of performance measurement or other considerations or because proposals from staff have not been sufficient to meet operating plan requirements. Third, it may come from the ideas proposed by staff. Given the nature of work in TMD and the level of expertise possessed by staff, most work should be generated by staff proposal.

Toward this end, the DTM solicits project proposals from TMD staff to round out the resources targeted to each program team. Obviously some resources already will be committed to various projects from prior planning. The primary objective at this stage is to plan for how resources will roll into new program teams as they are freed from prior commitments.

The operating plan sets forth programmatic criteria or guidelines for project selection, and project proposals must fit the guidelines to be approved. This step is crucial. At this stage, project planning must direct resources into program teams for the purposes agreed to thus far. Staff has had input into the strategic plan, which the Director has approved. The Director, with input from the management team, has approved the operating plan. The guidelines and criteria at this point should be sufficiently clear to elicit proposals that contribute unambiguously to the operating plan for the year.

The process is open, and no project proposal will be shortstopped before reaching the DTM. However, the DTM will consult the existing team leaders

Managerial Processes and Decision Making

and others as appropriate for evaluation of proposals. Again, the DTM is obliged to allocate resources to new program teams in accordance with the operating plan approved by the Director; proposals not meeting such objective will not be approved.

Planning Cycle

The planning cycle is keyed to dates that are determined externally, vary somewhat from year to year, but generally are predictable, at least with respect to established budget-cycle patterns. New USDA and agency patterns concerning strategic planning requirements have not been established.

Figures 2 and 3 on the following pages present flow charts of the planning process. They are schematic charts and only generally illustrative of the time frame in months from beginning to end of the fiscal year, October through September each year. Figure 2 depicts the process for the remainder of FY95, including the transition to the new structure. Figure 3 depicts the steady-state process beginning in FY96, covering the planning stages for FY97 and beyond.

Two decision points around which the planning cycle must be oriented are the deadline for proposing new initiatives for the budget "outyear," which usually comes in early to mid-summer for decision around August, and the deadline for presenting the next year's operating budget, which comes in late summer. TMD needs to have an annual strategic plan in time to make input to the outyear budget, and an annual operating plan in time to report next year's operating budget.

Team Formation

Establishing Team Purpose

The DPR's annual strategic plan recommends a slate of long-term goals, strategies, training and hiring policies, and program teams with resource targets. It also establishes measurement criteria by which achievement of goals is to be judged. The DTM's annual operating plan states a set of near-term purposes, designates a set of program teams, and allocates resources to them. In so doing, the operating plan must be sufficiently specific to justify team formation, not only from the perspective of what personnel rules might require for position



Managerial Processes and Decision Making

Program Planning for FY97 and Thereafter

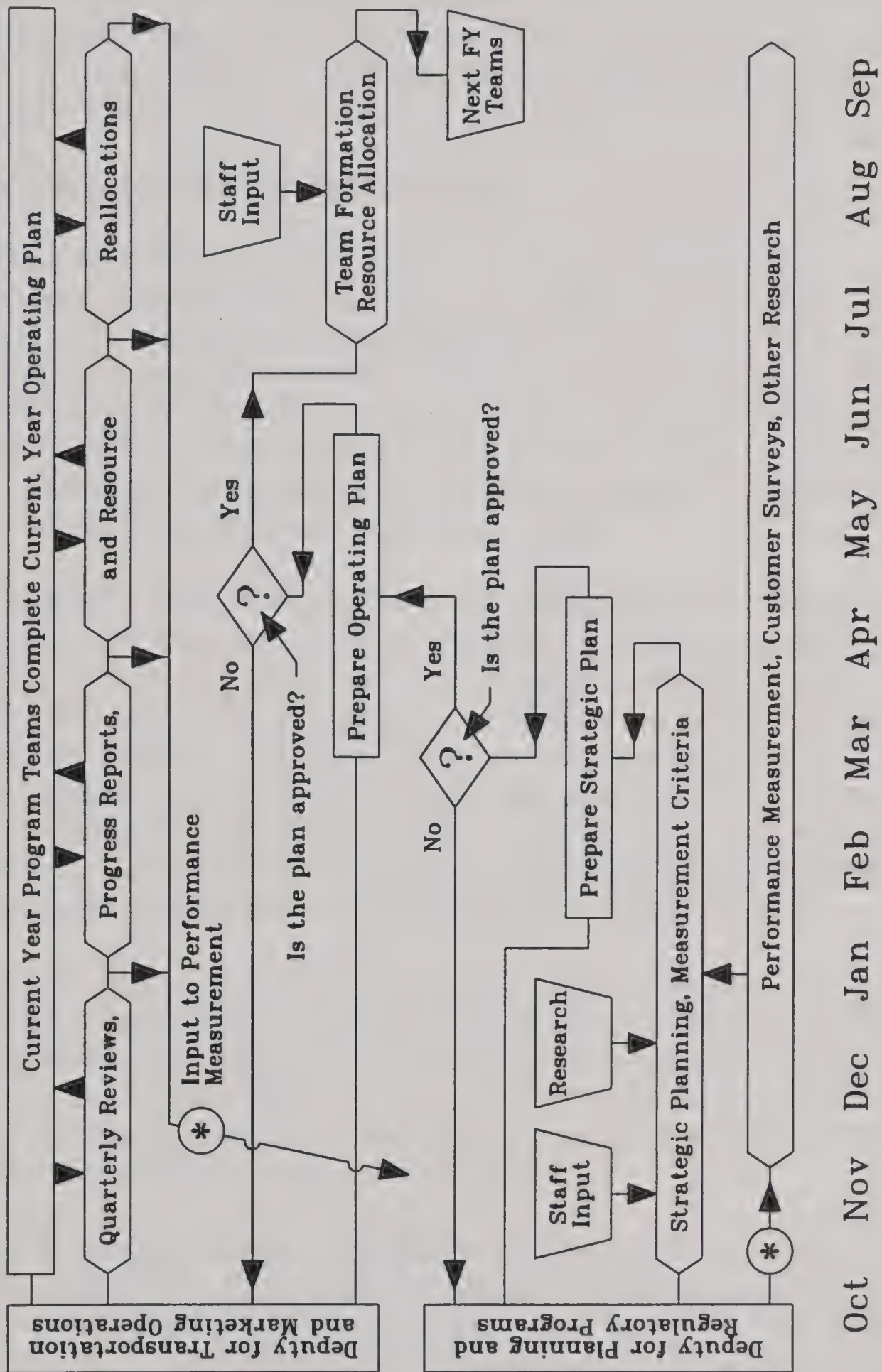


Figure 3, Flow Chart, Program Planning for FY97 and Thereafter

Managerial Processes and Decision Making

classification, but sufficiently specific to empower a team leader with authority and hold him/her accountable for performance. The operating plan constitutes a set of "team charters," whether so called or not, and sets forth programmatic criteria and guidelines for selecting projects in fulfillment of stated purposes.

Selection of Team Leaders and Team Members

The operating plan spells out what the program teams will be, resources allocated to them, team purposes, and performance measurement criteria. This information is sufficient to establish qualifications for team leader. In most instances the team leader will be administrative supervisor for team members, which constitutes one of the qualifications. (There could be smaller teams of limited scope or duration reporting to the DTM as administrative supervisor.) At least for the near future, administrative supervision will be a significant factor in classifying the grade level for the team leader.

The DTM, with the Director's concurrence, will recruit and select team leaders. In many instances the team leader will be reassigned from another position at the same grade level without substantial concern for job protections, merit promotion or other employee rights issues, or time delays in establishing the position. In some instances there should be opportunity for a temporary or permanent promotion to a team leader position with supervisory authority, in which case all applicable rules ensuring fairness and opportunity for employees will be followed. The DTM is charged with establishing team leader positions and ensuring necessary protections and opportunities in filling the jobs.

In most instances teams will not change radically from year to year. There must be continuity in programming, and commitments to planned projects must be honored (as long as performance is satisfactory) within limits of externally imposed priorities. In many instances team changes will be matters of degree, increasing or decreasing resources or changing emphasis. There will not be complete turnover every year in team assignments.

There should be constant change at the margin, however, with a few employees moving from team to team as projects are completed and resources shifted to satisfy the operating plan, in addition to the occasional brand new team formed or old team abolished. Employees have maximum opportunity to take charge of their destiny by responding to the operating plan with proposals for projects in

Managerial Processes and Decision Making

the emerging priorities. The fluid structure of the organization and the openness of the planning process should facilitate such change and provide incentive for it so that most movement is not only voluntary but is largely at the initiative of employees.

However, in the event that employee initiatives do not produce sufficient shifts in resources there will need to be directed reassignments. In such instances all employee job protections apply.

Performance Measurement

Performance measurement attempts to identify and place value on the output of the organization and its programs--not merely quantifying what was done, but how much it contributed to organizational goals and produced value for customers. Performance measurement is a requirement of the Government Performance and Results Act and will be used in the future with performance-based budgeting.

In the proposed organization performance measurement consists of multiple steps, again involving a check and balance between complementary roles of the two deputies. The DPR in the strategic plan identifies goals and performance measurement criteria by which attainment of goals could be gauged. The DTM reports progress on the operating plan quarterly with reference to measurement criteria to the degree possible to measure criteria in the short run or on a current basis. This information in turn is input to the Strategic Planning and Program Evaluation Team, which is charged with developing customer surveys and other measurement tools and revising programs and measurement criteria in a revolving process of refining the ability to measure output and adjust programs accordingly.

Administrative and Program Support

Most of the traditional administrative and clerical functions and a wide range of other support functions, including some new ones and others which are currently performed in the existing branches, are concentrated in a Program Support Team reporting to the DTM. This allows greater specialization and backup coverage, better direct supervision over some duties, and potential job opportunities in areas of service to the entire division where such jobs are not justified in a

Managerial Processes and Decision Making

single program team. It allows more flexibility to assign people to areas of greatest need without regard to crossing supervisory boundaries.

Initially, many of the secretarial positions would remain decentralized reporting to program team leaders. Eventually, some of these positions would be phased out in favor of technical series jobs as program or statistical assistants, computer assistants, or related jobs providing opportunity for some of the incumbents in the current jobs to gain other job skills. These new jobs would generally be located on the support team, but could be assigned full time to a program team as needs warranted.

By placing the support team under the DTM, there will be a greater tendency to serve the program personnel as customers. The team leader would be expected to establish internal customer-service standards for various functions, provide a tracking system to monitor service completion, and a feedback mechanism for monitoring customer satisfaction.

Benefits of Change

Self Determination

Change is inevitable. With the USDA reorganization, continuing emphasis on the National Performance Review, requirements of the Government Performance and Results Act, including performance-based budgeting, and increasing pressures to reduce discretionary Federal spending, change will occur in program priorities and in the way programs and services are administered. Organizations that take initiative in bringing about affirmative change consistent with declared policies and mandates will have far greater likelihood of being in control of, or at least influencing, their future. The theme of reinventing government is that program managers closest to their customers know best how to bring about necessary change and should be encouraged and given freedom to do so. Those who do not are more likely to suffer uncertain consequences in the face of inexorable demand for change. With the departure of Secretary Espy at the end of the year, the incoming Secretary will be charged with at least maintaining the level of change underway.

Clear Delineation of Functions and Lines of Authority

The structure recommended by the PDTF and refined by the Implementation Team is a simple one: Two deputy directors with clearly differentiated roles, and program teams with clearly defined purposes. Reporting lines are unambiguous. Every employee understands the basic organizational model, can articulate how the managerial processes occur, knows how to participate in organizational decision-making, and knows at any time how he/she fits into the organization and its constantly changing priorities. The delineation of functions between two deputies constitutes a sort of check and balance in decision-making, which should promote the best ideas and most efficient allocation of resources possible in an environment in which competition for resources does not take place along permanently structured turf boundaries.

Greater Accountability

Where reporting lines are unambiguous and program purposes are clear, accountability is increased. Each program team has well defined expectations and performance-measurement criteria. With individual success or performance appraisal hinging to some degree upon team success, any member failing to carry his/her share of the load brings feedback from peers, which does two

Benefits of Change

things: It creates an incentive for all members to place emphasis on collective performance and helping one another, and through formal or informal processes of peer review it helps identify slack performers and those needing additional training to be effective in teamwork. With the future requirement for performance-based budgeting, there will be increasing importance on performance-measurement criteria and documenting achievement, which require managerial processes that clearly establish and demand accountability.

Strategic Planning

Heretofore, TMD has not had an effective process for strategic planning, despite efforts of the last few years to do so; and with the existing structure and mode of operation, it is not realistic to expect it. The annual budget/program-planning process cannot result in much more than incremental change to programs that remain basically the same because it is an operational planning process intended to achieve short-term allocation of resources. Even though sincere in their efforts, it is difficult for program managers in competition with one another for program priorities and busy with the day-to-day duties of program management to step out of that role and engage in strategic planning without regard to turf, especially in a culture where the only recognized justification for senior grades is increased command of resources and managerial authority. The result has been that even when new initiatives are generally acknowledged to be good ideas, they don't get implemented or receive the priority deserved because of each manager's inherent resistance to reprogram resources away from his/her control.

In the proposed organization there is a substantial commitment of resources to strategic planning and program development, as there must be in any organizational alternative to meet today's needs. But by removing the planning effort from program operations, the resources are better utilized than in the circumstance where operational deadlines and pressures are constant distractions. A strategic planning team of program experts without concurrent responsibilities as program supervisors will produce a quality of planning and program development less adversely impacted by rivalry among competing priorities. They will have time to be engaged in strategic planning, and they will not be in a conflict of interest with loyalties to permanently established units to which they know they will be returning. Rotation to the strategic planning team

Benefits of Change

should be an assignment to which many would aspire with a sense of confidence that they will make a difference.

Adaptability/Flexibility/Quick Response

Strategic planning will enable TMD to facilitate change and influence what happens in the future. Unanticipated changes in our internal and external environment affecting the way we do business or carry on the activities of TMD, however, might force a revision of strategies or team objectives. Objectives and goals can never be set in concrete, and it's always necessary to balance commitments made to planned program with other bona fide demands. When circumstances place TMD's organizational and team objectives in question, they will be re-evaluated and changed accordingly. The new organizational structure will support and provide the flexibility, adaptability, and quick response necessary to accomplish this by reprogramming resources to other new or existing teams without the "my branch versus your branch" mentality.

Improved Performance Appraisal

Performance appraisals will be performance-driven. Of course, there will be room for individuals who want to "stand out." However, they will be rewarded for their cooperative talents, not their competitive ones. In the new team structure, performance will be measured not only by individual contributions but by how effective one is as a collaborative team member. Recognition can be earned by becoming a valuable resource to one's team. The ability to share information with teammates may influence individual success because it also influences team success. The bottom line is that TMD members will receive genuine rewards for performing well in a new structure, in a new way, according to a new team-based culture. Whether team member, team leader, or deputy director, the new structure should encourage a vastly improved relationship in which trust and candor enable not only performance problems to be aired, but all other organizational problems as well.

Streamlined Director's Office

The TMD director's office will be streamlined by removing all direct program supervision and administrative duties and assigning them to the two deputy

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directors. This will provide relief from daily operating responsibilities so the Director can make better use of his/her time. Administrative functions and accountability for those functions will be assigned to a team under the Deputy for Transportation and Marketing Operations. This will improve internal customer relations, communications, and responsiveness to needs of program managers.

Increased Opportunity for Job Advancement and Diversification

Opportunity for advancement or promotion will increase as a result of changing rules as well as better job growth generated within the organization. TMD will continue trying to broaden the foundations for advancement that have been hindered by traditional personnel rules as reinventing government continues in the realm of personnel regulations. But also, the new structure in TMD will provide better job growth. There will be no permanent program teams or team leaders, and leadership roles will be shared. There will be more opportunity to move from team to team for broader work experience, to lead teams, and to gain supervisory experience. With emphasis on planning, training for future need, and focusing resources on areas of highest priority, TMD will add value to the work it produces and therefore to the jobs it creates. There is no inherent limit set by statutory authority on the value or quality of work TMD does, nor in the scope of work within broad limits of mission interpreted by the Director and higher officials in USDA. There are no intrinsic limits dictated by the nature of the work that prevent anyone in TMD from reaching his/her full potential and the top grade level of his/her job. The new structure will provide maximum opportunity to do so.

Clear Identification of Overhead and Support Functions

In the current organization many functions of an administrative, overhead, or support nature are "buried" in the program branches; and program personnel perform these functions at the expense of time spent on professional pursuits and program responsibilities. Another of the pronounced themes in the staff comments and elsewhere in the PDTF report is concern over the administrative burden (broadly defined) and lack of responsiveness by "the system" to program needs. The bureaucracy is seen as an impediment to program delivery rather than a support system. By focusing many of the administrative and support

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activities in a Program Support Team they are more clearly identified and the amount of time and other resource committed to them is more clearly recognized. By concentrating the effort some economy of scale and some specialization are possible. Supervision and backup coverage for such functions as timekeeping and travel are easier. Opportunities for jobs in some technical classifications and career enhancement positions may be possible because of the concentration where such jobs would not be justified serving only a single program team. And with proper emphasis on serving internal customers, many program specialists will receive better support service for the programs and have more time for the programs than they do today.

Other Issues

Job Classification and Promotion Potential

Personnel rules and regulations are undergoing reinvention also, with prospects for greater flexibility in the future. For the immediate future we are constrained by classification rules that justify promotion opportunity to grade 14 or above largely on the basis of supervisory and managerial responsibility. With the push to flatten organizations and reduce the number of supervisors and managers, there may be fewer of these jobs available. With the added requirement slated to go into effect starting this year of reducing the number of senior positions, grade 14 and above, promotion opportunities may be limited in the near term. However, these external constraints are present irrespective of TMD's internal organization; and the proposed structure provides the best job opportunity among alternatives. In the lower grades the opportunity to classify some technician positions or develop some career enhancement positions will be improved with the proposed organization. In the intermediate grades the fluid organization presented in this report should permit individuals to take advantage of new professional opportunities and assume new responsibilities and leadership roles, leading to the possible creation of newly classified positions and/or reclassification of existing positions.

Supervision and Performance Appraisal

For most program staff the team leader will be the administrative supervisor. The potential for conflicts between competing priorities will be reduced through a rationalized team structure which brings most program activity under a single team leader as supervisor. However, there still may be individuals who are assigned to multiple program teams at a given time and do not devote a substantial majority of their time to a single program team. Under these circumstances, these people may be given the option of reporting to the DTM as rating official where there is any concern over allocation of time among competing demands.

Performance appraisal for program team leaders is largely a performance contract based upon the operating plan. Team leaders are rated on their supervisory skills, as are supervisors in the existing organization, but also on a more definitive promise of what is to be accomplished with resources allocated to the team.

Other Issues

Team members of program teams will be rated by team leaders not only for technical expertise of their respective job series, but for their ability to foster good teamwork. The DTM is charged with establishing a policy for incorporating team success into individual performance appraisal.

Hiring

In the absence of a permanent structure of branches to form the basis for establishing future employment needs of the organization, that basis is found in the strategic plan. The DPR is charged with reporting annually on strategies for developing organizational capacity for meeting future needs in terms of training and hiring, and in a sense can be regarded as the primary recruiter or advisor, among many, on hiring to meet programmatic needs.

Hiring an employee into an organization with a fluid structure may present challenges not traditionally encountered, but advantages to present employees are also advantages to future employees. With sufficient understanding, new employees should be eager to invest in the future of the organization. The opportunity to work in different program teams over the course of the first two years or so should be a boon to recruiting.

Training and Professional Development

There are several dimensions to training--long term, short term, technical, managerial, subject-matter, behavioral (i.e., teamwork), etc. Some are addressed in the need for training to help develop functional teams following the transition. But longer term needs for building professional capacity are also an important part of a dynamic organization.

Just as the organization needs to dedicate substantial resources to long-term and strategic planning, it also needs to invest in human capital to meet future needs. An employee needs to have a longer expected useful life than the latest item of computer hardware or software. Fortunately, that is possible; but it requires foresight, a commitment to continuing education, open-mindedness, and a willingness to change.

The organization presented here can facilitate training. Strategic planning needs to identify future organizational capacity and in so doing, help guide agency and

Other Issues

employees alike to pursue needed education in professional disciplines, technical skills, and organizational and behavioral processes.

Transition

Obtain Approvals

When the Director is agreed on the plan and decides to proceed with implementation, it must be approved by the Administrator, which may require modifications and will require clearance through some of the management channels, notably Personnel Division. The Implementation Team has involved PED and has attempted to adjust the plan to satisfy the concerns expressed, though final clearance will have to be predicated on a final and complete plan.

Selection of Deputies

Selection of deputies could take several weeks if the positions are advertised and filled competitively. Some of the transition activities could proceed before filling the positions, though others probably should await naming the deputies to avoid making some false starts. The organization presented here is fundamentally dependent upon two functionally distinct delegations of authority, and attempting to proceed very far without having the positions filled would not produce the desired result.

Develop Transition Timetable

Developing a transition timetable must proceed hand-in-hand with the next item, which is to form the program teams. The transition timetable must consider present commitments and plans underway to complete the FY95 work plan as approved, and should be set so as to create as little disruption as possible in program work. It probably is not possible, or advisable, to make a massive transition in all reassignments at once because some of the workload planned undoubtedly will need to be adjusted in order to staff new positions on the Strategic Planning and Program Evaluation Team as well as the new deputy position and new team-leader positions, presuming many of these positions will be filled internally.

In the zeal to get the new organization up and running, it would be a mistake to reassign people too hastily to one of the new program teams or one of the other positions before they can clear their calendars and be ready to assume the new duties full time. A new organization run by people doing double duty on old as well as new jobs is likely to fail.

Transition

Form Teams

The teams recommended here, or as finally agreed, should facilitate the transition in that they are consistent with how most of the program work is actually organized now. Most of the program areas are wholly contained within one of the recommended teams, and so actually some of the new teams may consolidate what are currently interbranch teams into a single program team. However, there probably will be instances in which individuals who are involved in interbranch teams now will still find themselves with commitments to program work in two different teams within the new structure. To the extent possible, the new teams should be formed to minimize simultaneous assignments in multiple teams.

The process of forming teams should be done with openness and input from staff, both generally and specifically with respect for individuals. Serious consideration was given to the recommendation of how teams should be structured, but knowledge on the Implementation Team is not perfect. There is always room for some adjustment, but the principles of establishing functionally distinct teams should not be compromised to accommodate many diverse and sometimes conflicting personal preferences.

Develop Continuing Education Program

It is important that the organization begin immediately developing a continuing education program. Long range educational needs should be identified in the strategic planning process, but the new organization will start operation without benefit of having a strategic plan in place.

However, it is essential that not all the old behaviors are carried into the new organization; and the longer the delay between reorganization and establishing a new modus operandi for teamwork, the less likely it is to happen. Though it would delay implementation, it would be optimal for each newly established program team to undergo a substantial training program prior to commencing operation as a team.

There are many options for educational curricula, i.e., internal programs, established external courses and programs, consultants providing customized

Transition

training on site, or combinations. The new management team needs to address the issue of continuing education with urgency.

Recommendation for Initial Teams

The approach taken by the Implementation Team in forming a recommendation for an initial slate of teams included three elements. First, the team did an inventory of the work of each organizational unit. This was done with input and review by each unit supervisor, as described earlier. The result is included in Appendix B and represents a fairly comprehensive statement of all facets of work actually and currently done, and potentially to be done when circumstances dictate, so generally it overstates the extent of work actually undertaken at any given time.

Second, the team reviewed the inventory of work functions and developed a restructuring of those functions in the attempt to reduce overlap and redundancy, and establish more definitive and functionally distinct areas of work. This resulted in the teams previously listed, depicted on the organization chart in Figure 1, and described in detail with functional statements in Appendix A.

Third, the team was charged with accommodating the FY95 work plan already agreed to and which is currently underway. Toward this end, the team compared the FY95 program areas with the teams developed in the previous step and concluded that existing program areas would fit the recommended team structure as well as nearly any alternative and better than they fit the existing structure. Most FY95 program areas would be wholly contained in one of the teams.

It must be noted that in being constrained to work around existing program areas, which were developed within the framework of the existing branch structure, any resultant new structure will bear some semblance to the old. This should not be taken to suggest that these teams are simply reconstituted branches that will be perpetuated unchanged and become the new static order. It simply means that this slate of teams is recommended as the best way to accomplish the FY95 work plan.

It also must be recognized that the FY95 work plan was developed without regard for any resources required to put together a new organization and staff it. As pointed out earlier, the organization described here is founded on a substantially greater commitment to strategic planning and program development. Some of the necessary resources must come from the program staff upon which the FY95 work plan was based. It is therefore indicated that

Recommendation for Initial Teams

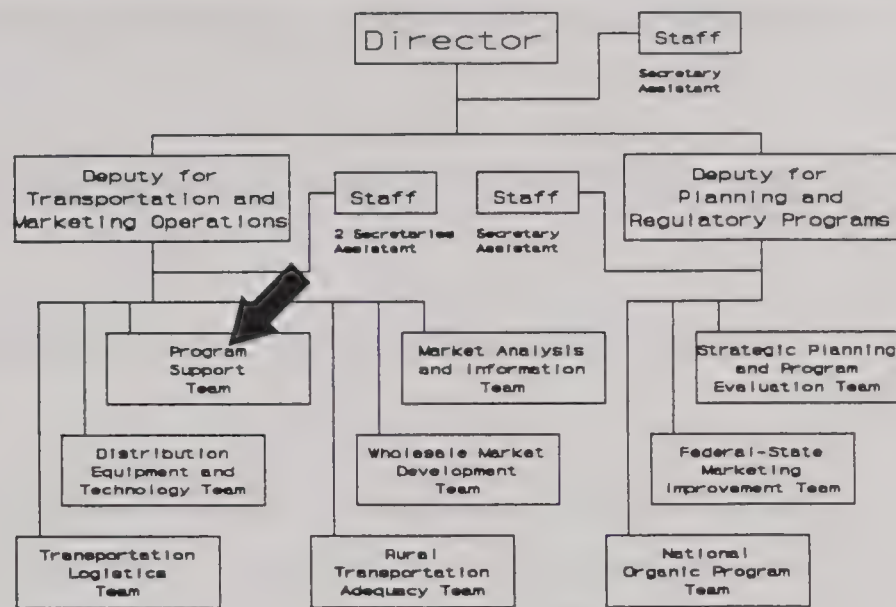
implementation of the organization presented here will require some reprogramming of the FY95 work plan.

Appendix A

Program Support Team

Statement of Purpose:

Supports the program-delivery teams with administrative and clerical services, information systems, technical editing and publishing, tracking system for project accomplishments and budget expenditures, other support services and liaison with AMS management divisions.



Assignment of functions:

1. Provides secretarial and clerical support to the program teams in accordance with resource allocations established by the operating plan.
2. Maintains time and attendance for all TMD personnel.
3. Processes cooperative and reimbursable agreements for TMD.
4. Does all travel authorizations and travel vouchers for TMD personnel.
5. Prepares purchase requests and contracts for procurement for TMD, maintains file of purchase orders, records receipt of goods, and handles payment of funds.
6. Maintains position of reviewing official for all TMD Visa cardholders.
7. Maintains accountable property inventories for all TMD.
8. Processes personnel actions, maintains file of current position descriptions, and provides liaison with AMS personnel offices.
9. Tracks budget expenditures for all TMD by program team and reconciles monthly accounting reports with internal disbursement records.

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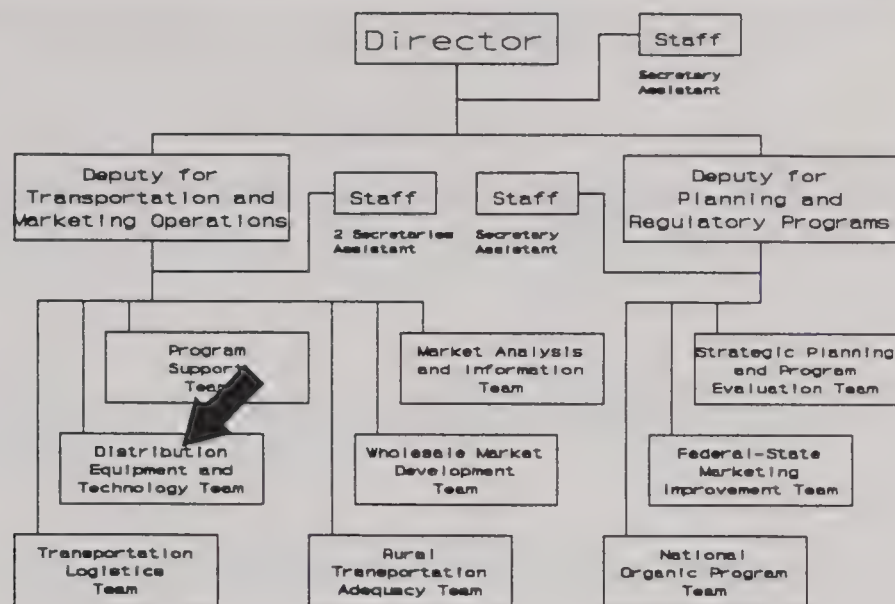
10. Provides technical editing, desktop publishing, and processing support for TMD publications.
11. Maintains a system of quarterly reporting of program accomplishments compared to annual plan.
12. Maintains administrative and program files in accordance with records management requirements.
13. Provides supervision and oversight for TMD's computer system administration and user support services, coordinates technical-approval requirements for purchases of computers and related equipment, and does annual IRM planning in accordance with AMS requirements.
14. Maintains library of resource materials and stocks of TMD publications, handles distribution of publications to the public.

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Distribution Equipment and Technology Team

Statement of Purpose:

Researches, develops and tests equipment, technology and handling practices designed to improve the quality and shelf life of U.S. agricultural products, and provides assistance to U.S. growers and shippers through direct consultations and by disseminating research results and other informational literature.



Assignment of functions:

1. Conducts in-transit vibration tests to determine the benefits of using particular handling and packaging materials and procedures to maintain specific agricultural products in a desirable condition for market, and publishes research results.
2. Assists farmers and other food distributors (through individual consultations and workshops) with developing better materials and procedures for food handling, processing and packaging.
3. Publishes reference guides about optimal materials and methods for handling, processing and packaging specific agricultural products.
4. Studies impact of in-transit environmental modifications in extending the potential shelf life of agricultural products in domestic and international commerce, conducts experimental "test" shipments to ascertain the desirability of using specific environmental modifications on particular agricultural products, and publishes experimental results.
5. Designs and constructs prototype post-harvest storage and transport equipment for small and specialty growers, studies and evaluates the feasibility of using such equipment by monitoring its use on selected field

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sites, and reports the results of field experiments to interested farmer and industry groups.

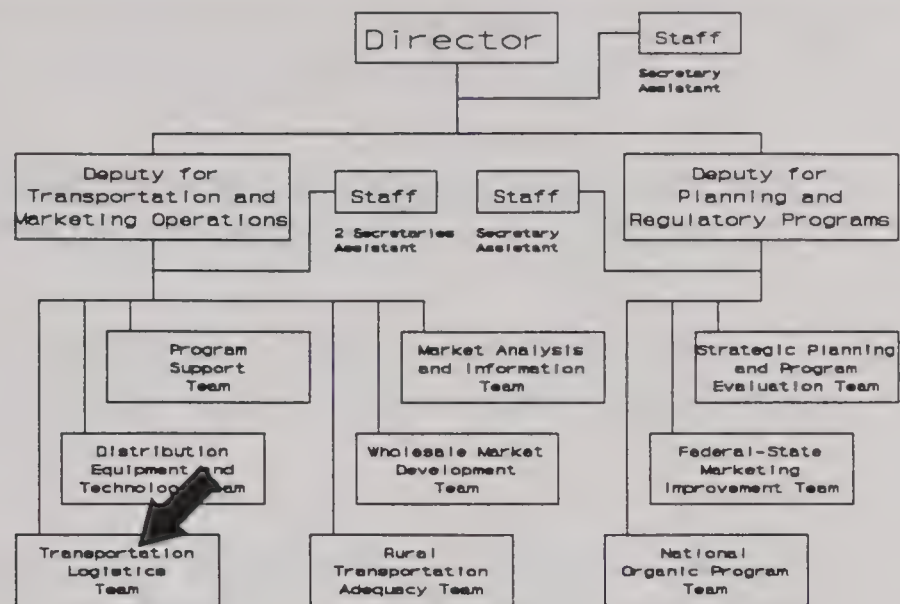
6. Develops and publishes guidelines for farmers and food distributors on how to maintain the safety of agricultural products during post-harvest storage and transport.
7. Conducts research and disseminates information to interested groups on the technology of shipping live animals, fish and bees.
8. Researches and monitors innovations in food processing and packaging equipment and methods.
9. Maintains liaison, exchanges information and makes formal presentations before professional organizations and industry associations with an interest in food handling and shipping technology.
10. Collects data and prepares information on food handling and shipping technology issues for regulatory groups.

Appendix A

Transportation Logistics Team

Statement of Purpose:

Represents USDA and U.S. agricultural interests by analyzing and addressing transportation issues and policies which may affect the efficient and economical distribution of U.S. agricultural products, both domestically and internationally.



Assignment of functions:

1. Conducts economic and impact analyses of transportation problems and issues associated with the domestic and international distribution of agricultural commodities. Studies include the preparation of issue papers which analyze various transportation options relevant to policy determination, regulatory cases and legislative proposals.
2. Provides technical assistance to producer and industry groups interested in solving transportation problems associated with agricultural product distribution.
3. Develops policy recommendations, presents these recommendations to carriers and railroads, and participates in regulatory proceedings before the Interstate Commerce Commission and the Federal Maritime Commission.
4. Provides direct technical assistance to individuals and firms interested in shipping agricultural commodities more effectively and economically by providing information about transportation options and their respective costs.
5. Develops short-term economic analyses of transportation and port cargo handling systems to determine optimal management practices and/or cost-effective improvements.

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6. Provides technical assistance and disseminates publications on the economic considerations of moving fresh and frozen products to foreign markets.
7. Provides analysis, technical assistance and information to agricultural shippers about cross-border land transportation problems and issues.
8. Prepares situation reports and briefings for USDA and agricultural commodity shippers about local, national and international disruptions in agricultural transportation services.
9. Determines the economic impact upon agriculture of proposed changes in transportation rates and services, and provides for representation of agricultural interests before State and Federal agencies.
10. Offers technical assistance, information, workshops and demonstration projects to shippers of high-value agricultural products and live animals on the financial, administrative and logistical aspects of exporting these items.
11. Provides agricultural exporters with a periodic market information service on the rates charged by ocean carriers for grain and high-value agricultural product exports.
12. Provides assistance to producer and industry groups in obtaining equitable and reasonable interstate transportation facilities for agricultural products and farm supplies.
13. Develops and maintains files of pertinent agricultural transportation studies, research and data. Prepares periodic publications of interstate, cross-border and international agricultural transportation situations, problems and issues.
14. Maintains liaison with Federal and State government agencies and research organizations involved with international agricultural trade and agricultural transportation matters.
15. Administers Agreement on the International Carriage of Perishable Foodstuffs (ATP).

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Market Analysis and Information Team

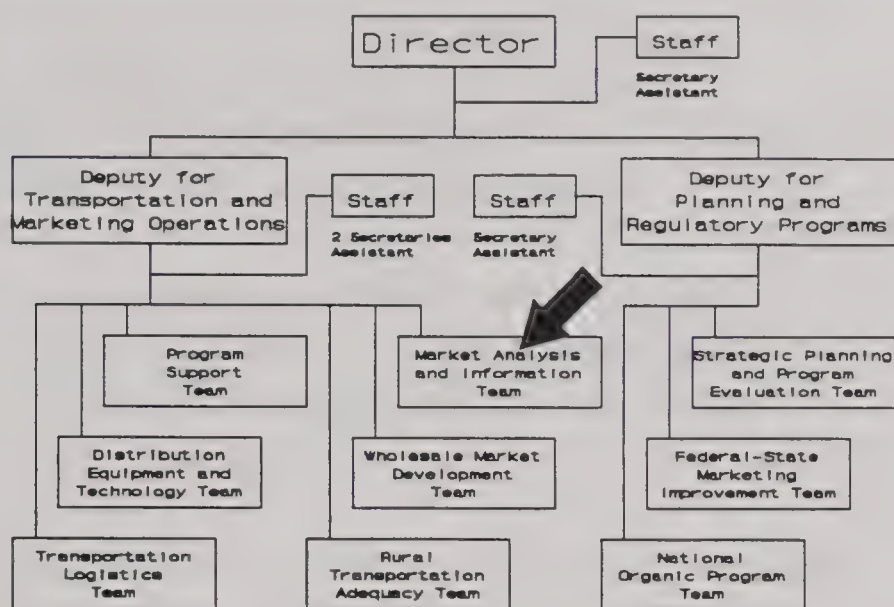
Statement of Purpose:

Identifies market opportunities for U.S. food producers, processors, wholesalers and retailers by examining the potential impact of domestic and international food consumption and distribution trends on demand for U.S.

food products and food marketing facilities. Provides assistance to constituents by preparing reference and training materials on market structures and operations, changing market conditions and emerging market niches for U.S. products.

Assignment of functions:

1. Conducts research on the domestic and international market potential for U.S. specialty and varietal crops and other specialty/value-added food items, including consumer acceptance of foods produced by non-mainstream methods (such as organically produced foods). Prepares economic studies, guidebooks and other reference materials which inform U.S. growers and food distributors about the appeal and commercial potential of specialty, varietal and value-added agricultural products.
2. Examines consumer acceptance of U.S. food products in specific international markets. Analyzes U.S. competitiveness against alternative suppliers of the same food product, identifies U.S. product categories with the strongest potential for export growth, and develops recommendations on desirable marketing practices to enhance sales potential. Prepares handbooks and other reference materials which alert U.S. food producers and exporters to emerging market niches in international markets, and provides advice on effective methods of marketing food products in specific international settings.



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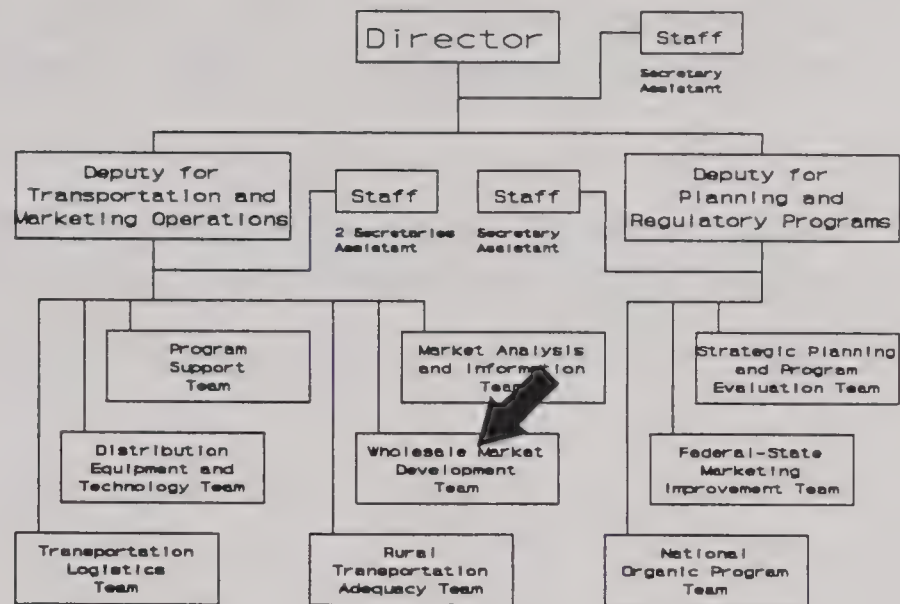
3. Monitors world demand trends for live animals, evaluates the competitiveness of live animal shipments from the U.S. in specific destination markets, and develops informational materials for U.S. producers and shippers about the market potential for live animal exports.
4. Evaluates the impact of changing economic conditions and channels of food distribution on the nature and scope of domestic market operations, and prepares economic reports which help U.S. market administrators and operators devise appropriate business strategies.
5. Collects and analyzes information about the financing, ownership structure and management of the diverse types of markets (wholesale, farmers', assembly and public) which facilitate U.S. food distribution, and develops reference materials which illustrate the differences between the various financing, ownership and management models adopted by market administrators and operators.
6. Organizes training and informational seminars and workshops on issues related to general market development and management, food distribution systems and marketing practices.
7. Maintains liaison and exchanges information with various industry, trade and professional associations involved with agricultural marketing and market operations, and presents research results before industry and professional colleagues.

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Wholesale Market Development Team

Statement of Purpose: Plans and designs facilities and processes/methods for farmer groups and members of the U.S. food industry, with the goal of enhancing the overall effectiveness of the food marketing system, providing better quality products to the

consumer at reasonable cost, improving market access for the small to medium-sized farmer, and/or promoting regional economic development.



Assignment of functions:

1. Identifies and defines projects related to development of wholesale, farmers, assembly and public markets. Conducts research related to collection, analysis, and evaluation of data, developing essential information resources needed for completion of initial project feasibility studies.
2. Develops conceptual and preliminary designs for construction and/or renovation of wholesale, farmers, assembly and public markets. Identifies design alternatives and an approximate timetable for the development of each project, estimates construction, operating, and maintenance costs, and conducts cost/benefit analyses.
3. Designs specialized facilities for specific crops and product volumes in order to improve the marketing strategies of small to medium-sized farmers and enhance their access to larger markets.
4. Provides technical assistance and follow-up consulting services on existing and previous market projects related to engineering/design modifications, alternative designs, marketing processes, expansion, and/or addition of new buildings.

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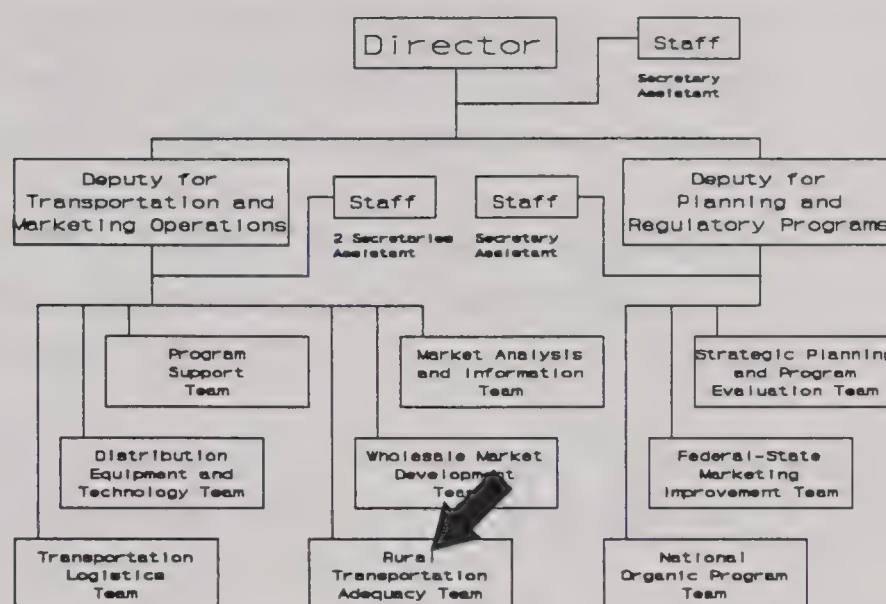
5. Prepares reference materials, handbooks, videos, and architectural/graphic materials as appropriate to document study data and provide informational resources to customers.
6. Maintains liaison, exchanges information and makes public presentations before cooperators (state, municipal and private) and professional/industry organizations to convey study findings.

Appendix A

Rural Transportation Adequacy Team

Statement of Purpose:

Analyzes and addresses rural transportation issues and policies in order to support the development and maintenance of a satisfactory transportation infrastructure system in rural areas. Works to ensure the viability and accessibility of the rural transportation system.



Assignment of functions:

1. Conducts impact analyses of proposed legislative, regulatory, and policy changes which are expected to affect the transportation infrastructure system in rural regions and communities. Recommends actions and assists interested groups in developing appropriate responses to proposed changes in order to maintain or improve rural transportation systems.
2. Represents USDA and rural constituents in regulatory proceedings before the Interstate Commerce Commission, the U.S. Department of Transportation and other State and Federal agencies with regulatory or legislative authority over rural development and transportation infrastructure.
3. Evaluates and analyzes the adequacy of the rural transportation infrastructure system, most notably rail branch lines, rural roads and bridges, and passenger transportation which influence the ability of communities to pursue rural development opportunities. Disseminates results through periodic reports, handbooks and other publications, and provides technical input to Federal, State and local government agencies about rural infrastructures to aid policy formulation.

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4. Conducts short-term and long-term economic studies which address the ability of the existing transportation systems to meet the needs of rural communities and examines specific transportation problems in detail.
5. Maintains liaison with other USDA, Federal, State and local government agencies, and other organizations interested in rural transportation infrastructure and rural development issues.
6. Advises, guides and assists rural constituents with finding possible Federal, State and other funding sources that may be used for transportation infrastructure projects in rural regions and communities.
7. Monitors the involvement of rural communities as States implement the funding and planning provisions as required in the Intermodal Surface Transportation Efficiency Act to ensure a continued or expanded rural transportation infrastructure system.

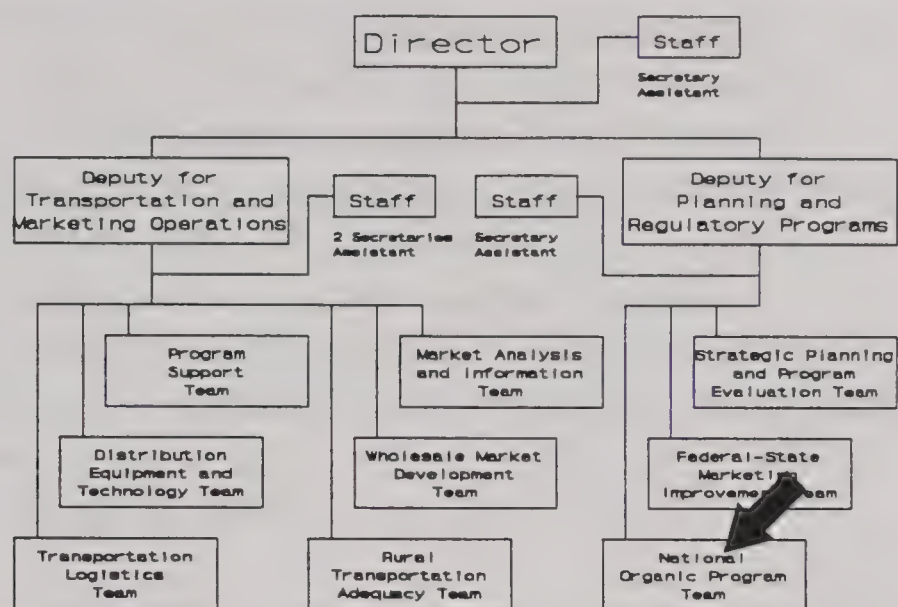
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National Organic Program Team

Statement of Purpose:

Develops Federal regulations and contributes to international regulations and codes of practice related to the production, processing and marketing of organically produced foods, coordinates the appointment of and

provides administrative support to the National Organic Standards Advisory Board, reviews the credentials of state and private bodies seeking accreditation to perform organic certifications.



Assignment of Functions:

1. Develops and refines regulations pertaining to federal standards and codes of practice for organically produced foods. Reviews recommendations developed by the National Organic Standards Advisory Board and comments on their content. Develops interim proposed rules and solicits legal and public opinion about them. Prepares final rules and procedures and an environmental impact assessment of such rules and procedures.
2. Reviews applications from state and private bodies seeking accreditation to perform organic certifications, and makes recommendations regarding appropriate candidates for accreditation to the Secretary of Agriculture. Examines applications for completeness, identifies which issues need further clarification, and conducts on-site evaluations of certifiers and selected farms and food handlers which use their services. Selects and oversees the work of a peer review panel which shares responsibility for reviewing accreditation applications. Determines fees for accreditation services, manages an accreditation fund account, and maintains a database of certification activities and costs.
3. Maintains national list of materials which may be considered for organic production and processing. Keeps track of new information related to the

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impact of food production and processing materials on the environment and human health through liaison activities with the Environmental Protection Agency (EPA) and the Food and Drug Administration (FDA). Conducts regular reviews to see whether or not any modifications to the national list are justified (each material is reevaluated a minimum of every five years), reviews new materials for possible inclusion in the national list when requested by industry representatives, and provides background information on materials to the National Organic Standards Advisory Board. Drafts and publishes proposed amendments to the national materials list in the Federal Register and issues press releases to the public.

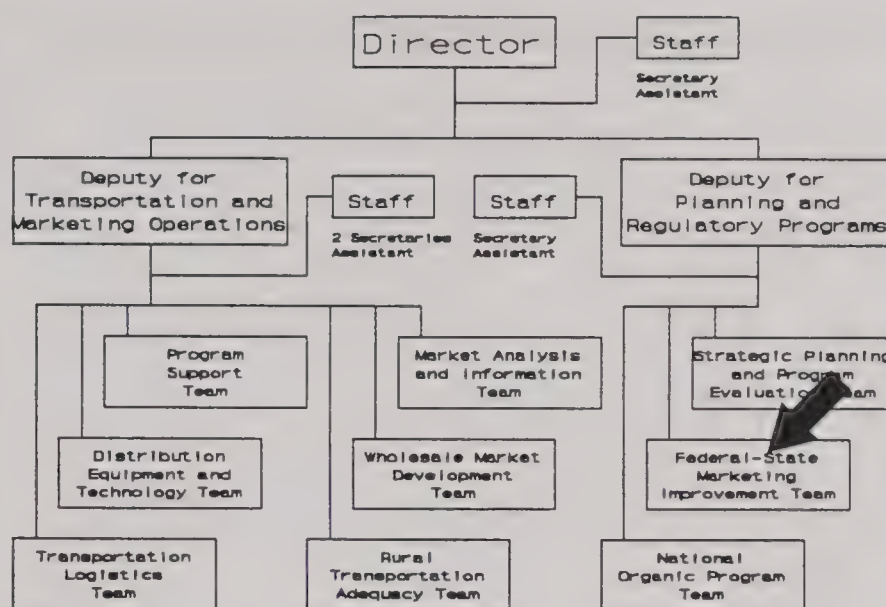
4. Participates in the development and modification of international guidelines for trade in organic products for the Codex Alimentarius Commission, reviews standards developed by other nations to determine whether or not they are equivalent to U.S. standards, and prepares recommendations as to whether products from individual countries should be imported into the U.S. with an organic label.
5. Secures nominations and oversees the appointment of individuals to the National Organics Standards Advisory Board in accordance with the Board charter.
6. Provides administrative support services for the activities of the National Organics Standards Advisory Board. Organizes and monitors conference calls between Board members, and arranges travel, hotel accommodations and meeting space for Board members when formal meetings are convened. Prepares minutes of meetings, distributes these minutes to Board members and the public, and solicits/circulates public comments about Board proceedings.
7. Represents the position of the National Organics Standards Program and provides technical information to relevant international, Federal and State government agencies, private industry representatives, trade associations and consumer/environmental groups.

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Federal-State Marketing Improvement Team

Statement of Purpose:

Administers program of research grants to authorized State or affiliated agencies for cooperative projects in marketing service or in marketing research designed to improve marketing practices or opportunities for State or regional agricultural producers.



Assignment of Functions:

1. Coordination among all program divisions in AMS to develop a slate of desired initiatives or thrust areas for which proposals will be solicited.
2. Notifies State Departments of Agriculture via correspondence and Federal Register.
3. Reviews proposals for administrative completeness.
4. Coordinates reviews by appropriate subject-matter experts within AMS concerning the quality of proposals.
5. Develops recommendations for the Administrator on proposals to be funded with input from other program divisions in AMS.
6. Notifies grant recipients of approved proposals.
7. Prepares and administers grant agreements.
8. Conducts site visits on selected agreements to monitor progress of projects.
9. Reviews completed project reports to ensure satisfaction of agreements.

Appendix A

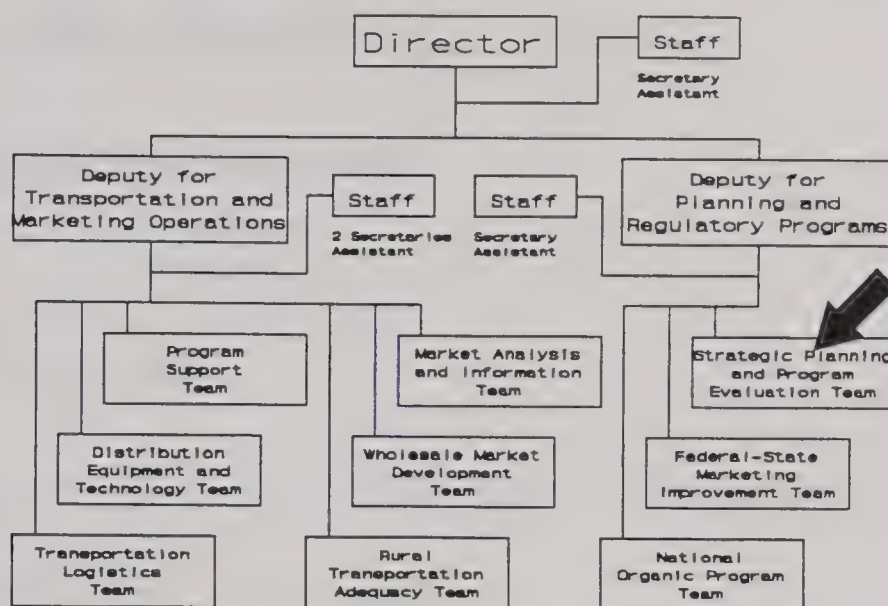
10. Prepares periodic reports on completions and accomplishments of program grants.

Appendix A

Strategic Planning and Program Evaluation Team

Statement of Purpose:

Responsible for long-term and strategic planning for TMD, program development, new budget and program initiatives, and performance measurement of TMD programs.



Assignment of Functions:

1. Preparation of the annual update to the strategic plan as required by AMS
2. Other reporting requirements concerning strategic planning, customer service, and related matters
3. Customer identification and customer surveys
4. Annual report and recommendations concerning goals and objectives for near-term program priority areas, including recommendations for new or revised program teams, elimination of teams, and targets for resource commitment to recommended teams
5. Development of performance-measurement standards or criteria applicable to recommended program areas
6. Annual report evaluating program delivery based upon performance-measurement standards
7. Annual report recommending long-term hiring and training policies to build organizational capacity to meet future needs

Appendix B

Domestic Transportation Branch

A. Policy Analysis and Recommendations

- I. Liaison on Transportation Policy Matters
 - a. With other USDA agencies
 - b. With other Federal/State agencies
 - c. With Congress
 - d. With multi-agency policy-making forums (on behalf of Director)
 - 1. Inland Waterways Users Board
 - 2. National Motor Carrier Advisory Committee
 - 3. U.S./Mexico Transportation Consultative Group
 - e. With other agricultural, rural and trade organizations
- II. Testimony and Comment at Public Hearings
 - a. Before Congress
 - b. Before regulatory agencies
 - c. Before other Federal/State agencies
- III. Economic Impact Analysis of Legislative/Regulatory Changes Affecting Transportation

B. Technical Assistance/Customer Services

- I. Provides Rate Information
- II. Conducts Workshops and Seminars
- III. Provides Information on Transportation Options and Alternatives
 - a. Resolves U.S./Mexican cross-border transportation problems
- IV. Guides Constituents Toward Potential Funding Sources for Projects
 - a. Within USDA
 - b. Within other branches of the federal government
 - c. Outside federal government

Appendix B

C. General Economic Research

- I. Long-Term Economic Analysis
 - a. Rural branch line feasibility
 - b. Grain railcar prognosis and feasibility
 - c. Local road and bridge impact studies
- II. Short-Term Economic Situation Reports
 - a. Reports on Mississippi River flood situation
 - b. Monitoring/reporting/advising customers about national and regional truck and rail strikes

D. Publications and Information Dissemination

- I. Newsletters
 - a. Grain Transportation Newsletter
 - b. Produce Report
 - c. Rural Rail Situation and Outlook
- II. Tip Sheets
 - a. How to Ship Lettuce Damage Free
 - b. Grain Distribution Process
- III. Handbooks/Other Reference Materials
 - a. Maintaining Rural Rail Service
 - b. Trucker's Checklist for Handling Perishable Products
- IV. Video
 - a. Video on fertilizer transportation and storage

E. Primary Data Collection, Maintenance and Distribution

- I. Rail Abandonment Data
- II. Waterborne Statistics
- III. Railcar Loading Data

Appendix B

Distribution Services Branch

A. Technological Research and Development

- I. Post-Harvest Handling Methods, Facilities and Equipment
 - a. Processing and packing methods and facilities
 - b. Market opportunities, trends and feasibility
 - c. Vibration simulation and over the road tests
 - d. Test shipments to Asia and Eastern Europe
 - e. Pallets and packaging materials
 - f. Environmental modifications to extend shelf life
- II. Marketing Assistance to Small Farmers
 - a. Building and testing of prototype equipment
 - b. Market windows of opportunity
 - c. Specialty crops and animals
 - d. Product quality, standards and storage
- III. Distribution\transportation for animals/fish
 - a. Live animal handling and export technology
 - b. Live fish and aquacultural transportation

B. Technical Assistance/Customer Services

- I. Design of packing/processing facilities for firms
 - a. Design of facilities for specific volume of product
 - b. Remodeling assistance for packing facilities
 - c. Problem solving assistance for processors/distributors
- II. Assistance to other AMS Divisions
 - a. Egg breaking machine analysis
 - b. Meat grading station layout

C. Publications and Information Dissemination

- I. Tip Sheets and Distribution Bulletins
 - a. Portacooler

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- b. Tomato boxes
- c. Packaged live fish shipping tip sheet
- d. Transporting bees tip sheet

II. Handbooks

- a. Handbook #669

III. Published papers and presentations at conferences

IV. Information and issues data for regulatory groups

D. Food Handling and Safety Team

I. Developing guidelines for safe handling

Appendix B

International Transportation Branch

A. Policy Analysis and Recommendations

- I. Liaison on Maritime Policy Matters
 - a. With other USDA agencies
 - b. With other Federal/State agencies
 - c. With other agricultural and rural organizations
- II. Testimony and Comment at Public Hearings
 - a. Before Congress
 - b. Before regulatory agencies
 - c. Before other Federal agencies
- III. Economic Impact Analysis of Legislative/Regulatory Policy Changes

B. Technical Assistance/Customer Services

- I. Provides Ocean Rate Information
 - a. Ocean container rates
 - b. Grain rates
- II. Conducts Workshops and Seminars
 - a. General export transportation workshops
 - b. Livestock export transportation workshops
- III. Provides Information on Transportation Options and Alternatives

C. General Economic Research

- I. Long-Term Economic Analysis
 - a. China corn transportation project
 - b. Analysis of northern Russian and Baltic port system
- II. Short-Term Economic Situation Reports
 - a. El Salvador study
 - b. China's High-Value Product Markets

Appendix B

D. Regulatory and Administrative Functions

- I. Participation on International Regulatory Committees
 - a. Agreement on Transport of Perishables

E. Publications and Information Dissemination

- I. Newsletters
 - a. Ocean Rate Bulletin

- II. Tip Sheets

- III. Handbooks/Other Reference Materials
 - a. Tropical Products Handling
 - b. Agricultural Export Transportation Workbook
 - c. Refrigerated Carriers Directory

- IV. Videos
 - a. Video on exporting U.S. agricultural products to the Pacific Rim

F. Primary Data Collection, Maintenance and Distribution

- I. Ocean Container Rates
- II. Ocean Grain Shipment Data

Appendix B

Wholesale Market Development Branch

A. Market Facilities Planning (Wholesale, Farmers', Assembly and Public Markets.)

- I. Project Identification
 - a. Location
 - b. Participants/Cooperators
 - c. Specifications/Scheduling/Resources
- II. Data Collection/Analysis/Evaluation
 - a. Needs assessments (i.e. surveys)
 - b. Identification of facilities, processes, operations
 - c. Feasibility/Cost-benefit studies
 - d. Identification of ownership structure
 - e. Identification of sources of funding

B. Market Facilities Design (Wholesale, Farmers', Assembly and Public Markets.)

- I. Conceptual/Preliminary Designs
 - a. Develop design alternatives
 - b. Identify project timetable for specific design options
 - c. Estimate construction/operating/maintenance costs for each option

C. Technical Assistance/Customer Services

- I. Provides Follow-up Consulting Services On Previous Market Projects
 - a. Engineering/design modifications
 - b. Expansion
 - c. Additional/new buildings
 - d. Technology transfer
- II. Provides Follow-up Consulting Services On Existing Market Projects
 - a. Alternative designs
 - b. Identify potential funding sources

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III. Training On Market Structures and Operations

- a. Eastern European seminars
- b. National Association of Produce Market Managers (NAPMM) Conference
- c. World Union of Wholesale Markets Congress

D. Publications and Information Dissemination

I. Handbooks/Reference Materials

- a. Farmers' Market Directory
- b. NAPMM Green Book

II. Public Presentations

- a. State/Municipal agencies and cooperators
- b. Industry/Trade cooperators
- c. Industry/Trade meetings and conferences

III. Videos

IV. Architectural/Graphic Presentations

E. General Research

I. Analysis of Market Dynamics, Structure and Operations

- a. Precut/Value-added produce studies
- b. Simulation models for market facilities, operations, location, product flows, distribution

Appendix B

Marketing and Transportation Research Branch

A. Transportation Policy Analysis and Recommendations

I. Impact Analysis Of Legislative Changes on Rural Economic Development

- a. Study impact of Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) on U.S. infrastructure
- b. Develop and test transportation planning model based on ISTEA.
- c. Evaluate impact of Americans with Disabilities Act (ADA) regulatory compliance on the availability of public transportation in rural areas.

II. Liaison on Agricultural and Rural Transportation Policy Matters

- a. With Federal and State Departments of Transportation
- b. With the Transportation Research Board
- c. With other national organizations interested in agricultural and rural transportation issues

B. Educational Outreach/Customer Services

I. Rural Transportation Workshops

- a. Regional ISTEA workshops on rural transportation issues
- b. Co-sponsor (with U.S. DOT) of conference on low-volume roads

II. Export Transportation Workshops (with ITB)

- a. Regional workshops on livestock export transportation issues (with ITB)

III. Market Structures and Operations Workshops (with WMDB)

- a. Coordinate seminar on market financing and operations for municipal and federal officials in the Czech Republic

C. General Economic Research

I. Assessment Of U.S. Market Conditions

- a. Market research on specialty and varietal crops

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1. Analysis of consumer acceptance/interest in food items produced by non-mainstream production methods
2. Impact analysis of demographic changes on regional U.S. demand for specialty and varietal crops, and other specialty items
- b. Research on market types and their economic viability
 1. Study of the potential impact of tourism on the profitability of farmer's markets (with WMDB)

II. Assessment Of International Market Conditions

- a. Study of food markets in five Pacific Rim nations (with ITB)
 1. Identification of primary growth markets for imported food products
 2. Examination of U.S. price-competitiveness and market penetration in markets for imported food products
 3. Analysis of consumer tastes and preferences within product categories
 4. Analysis of distribution channels for specific food products
- b. Study of livestock export market and shipment trends (with ITB)

III. Research On Market Structures and Operations

- a. Collection/analysis of information on wholesale market financing and ownership structure options (with WMDB)
- b. Planned research on the changing role of wholesale markets in facilitating food distribution (with OD, WMDB)

D. Publications and Information Dissemination

I. Handbooks/Other Reference Materials

- a. Proceedings of ISTEAs workshops
- b. Developing statewide ISTEAs workshop planning guide
- c. Developing handbook on exporting high-value agricultural products to the Pacific Rim (with ITB)
- d. Developed manual on "Models of Market Ownership" (with WMDB)
- e. Developing specialty and varietal crops guidebook

II. Information Exchange with Industry/Trade/Professional Associations

- a. Various marketing liaison activities
 1. Food and Agricultural Marketing Consortium

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2. Produce Marketing Association
3. International Agribusiness Management Conference

III. Newsletters

- a. AMS International Programs Newsletter (quarterly summary of agency's international technical assistance initiatives)

Appendix B

National Organic Program Staff

A. Policy Analysis and Recommendations

- I. Liaison for the National Organic Standards Program
 - a. With other USDA agencies
 - b. With other Federal Departments (specifically FDA, EPA, BATF, FTC)
 - c. With State agencies and private certifiers
 - d. With Congress
 - e. With conventional and organic industry associations and recognized groups
 - f. With consumer and environmental group representatives
 - g. With other nations

- II. Operation of the National Organic Standards Program
 - a. Review draft National Organic Standards Board documents and provide comments.
 - b. Seek legal opinions on implementation and/or new procedures as proposed
 - c. Develop policy papers for improving procedures and expediting the recommendation process.
 - d. Draft proposed and final regulations
 - e. Seek public input on proposed rules
 - f. Prepare Environmental Impact Assessment

- III. International Harmonization
 - a. Participate in Codex Alimentarius Commissions development and modification of international guidelines for trade in organic products.
 - b. Review standards developed by other nations to determine equivalency to U.S. standards and develop recommendations as to whether their products should be imported with an organic label.

B. Accreditation of State and Private Certification Bodies

- I. Review applications for accreditation for completeness and to identify questions needing further clarification.

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- II. Conduct on-site evaluations of certifiers operations including spot check of farms and handlers certified.
- III. Select and conduct a peer review panel to review applications and reports from site evaluations to make recommendations for accreditation to the Secretary.
- IV. Develop and Determine User and Annual Fees for Accreditation Services
 - a. Develop and maintain database of certification activities and costs
 - b. Maintain Accreditation Fund Account

C. Maintain National List of Materials to be Considered for Organic Production and Processing

- I. Maintain liaison with EPA to monitor developments and information pertaining to materials to determine if they are harmful to the environment.
- II. Maintain liaison with FDA to monitor developments and information pertaining to materials to determine if they are found harmful to human health.
- III. Maintain the petition process and conduct review procedures for new materials submitted by industry to be considered for the list.
 - a. Provide the National Organic Standards Board with background information on which to base recommendations on new materials.
- IV. Conduct periodic reviews of all materials on the national list at least every 5 years.
- V. Draft and publish proposed amendments to the list in the Federal Register, and issue press releases.

D. Support for the National Organic Standards Board

- I. Support Services
 - a. Arrange and Monitor Conference Calls
 - b. Minutes of meetings

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- c. Public Input Distribution and Response
- d. Meeting Arrangements

II. Renew Charter for Advisory Board

III. Secure Nominations and Appointments to Board

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